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# Review of the ten-year capacity-building programme for the African Union

## Report of the Secretary-General

## I. Introduction

1. The present report is submitted pursuant to paragraph 9 of the declaration on enhancing United Nations-African Union cooperation: framework for the ten-year capacity-building programme for the African Union (A/61/630, annex), drawn up in response to the 2005 World Summit Outcome document (General Assembly resolution 60/1), in which Member States agreed to work to support the capacity-building of the African Union and African subregional organizations in a variety of areas, and which was subsequently endorsed by the Assembly in its resolution 63/310 and by the Security Council in a statement by the President (S/PRST/2007/7).

2. With an initial focus on peace and security, the Declaration was conceived as an evolving strategic framework for United Nations-African Union cooperation to improve coordination and cohesion in the engagement of the United Nations system with the African Union and the regional economic communities. The Declaration built on existing areas of cooperation and covered the following: institution-building, human resources development and financial management; peace and security; human rights; political, legal and electoral matters; social, economic, cultural and human development; and food security and environmental protection.

3. The present review was carried out in collaboration with an independent expert who was given the task of assessing the extent to which the framework's objectives of, inter alia, enhancing and strengthening the capacity of the African Union Commission and the regional economic communities to act as effective partners in facing the challenges of human security in Africa, were being met. The independent expert worked in coordination with the Economic Commission for Africa (ECA), the former United Nations Liaison Office to the African Union and other



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programmes, funds and agencies of the United Nations system, as well as with African Union institutions in Addis Ababa. The independent expert also travelled to New York, where he sought the views of senior United Nations officials and experts. As envisaged in the framework, the review covered the first three years of United Nations activities to support the African Union in building its institutional capacity, following the signing of the Declaration in November 2006. The findings and recommendations of the independent expert were subsequently discussed at the eleventh session of the Regional Coordination Mechanism of United Nations agencies and organizations working in Africa in support of the African Union and its New Partnership for Africa's Development (NEPAD) programme, held in Addis Ababa from 14 to 15 November 2010. The present report also incorporates an update on the activities carried out by the various United Nations departments, and by the programmes, funds and agencies of the United Nations system since the completion of the review on 21 September 2009.

## II. Support of United Nations departments and programmes, funds and agencies to the implementation of the ten-year capacity-building programme

4. United Nations system activities in support of African Union institutions, in particular capacity-building efforts, are described in a number of reports of the Secretary-General.[1] Overall, the United Nations system has substantially supported the programmes to enhance peace, security, governance and development on the continent. It also delivered support through, inter alia, the provision of technical assistance, advisory services, institutional and programme support and capacity-building.

5. Given the initial focus of the ten-year capacity-building programme on peace and security, the present report concentrates mainly on activities and programmes conducted in those areas. Various departments, and programmes, funds and agencies of the United Nations system as well as the Regional Coordination Mechanism for Africa and its cluster system contributed to the operationalization of the programme. In particular, in the area of peace and security, the United Nations has made significant contributions to regional efforts. The major areas of cooperation between the two organizations were therefore established to meet evolving priorities of the African Union institutions and their capacity to respond to emerging challenges in Africa.

6. The Department of Political Affairs provided support to the African Union Commission in the areas of mediation support, electoral assistance, gender mainstreaming and, in coordination with the Department of Field Support, the African Union border programme. In 2008, the Department of Political Affairs developed a two-year joint African Union-United Nations work programme to enhance the mediation capacity of the African Union and to serve as the overall framework for mediation support to the African Union by key international partners. In 2009 and 2010, the Department of Political Affairs supported the conceptualization of an African Union mediation strategy, the creation of a roster of African mediators

[1] A/63/228-S/2008/531 and Corr.1; A/63/666-S/2008/813; A/64/359-S/2009/470; A/65/382-S/2010/490; A/65/510-S/2010/514; S/2008/186.

and experts, and the development of African Union-United Nations mediation partnership guidelines on the basis of lessons learned from joint mediation efforts in Guinea-Bissau, Kenya, Somalia and Darfur. The Department has also invited African Union participants to all training programmes it has organized, and in 2007 African Union staff participated in a training course on mediation and dialogue organized jointly by the Department and the Folke Bernadotte Academy. Other sessions of the joint United Nations-African Union-Folke Bernadotte Academy course, entitled "Capacity-building in mediation and dialogue through experience sharing", were organized in Debre Zeit, Ethiopia, in October 2008 and in Nairobi, Kenya, in October 2010. The latter also included participants from the Economic Community of West African States (ECOWAS), the Common Market for Eastern and Southern Africa (COMESA) and the European Union. In June 2010, a workshop entitled "Gender mainstreaming and the implementation of Security Council resolution 1325 (2000)" was held for 18 African Union staff, including participants from the Peace and Security Council of the African Union, and from its Political Affairs and Social Affairs Departments. The workshop also contributed to the formulation of an action plan. The Department of Political Affairs of the United Nations also supported the establishment of the secretariat of the African Union Panel of the Wise.

7. Members of the Security Council and the Peace and Security Council have held four joint consultative meetings, rotating between Addis Ababa and New York. At the request of the African Union, the Security Council Affairs Division of the Department of Political Affairs dispatched a mission to Addis Ababa in April 2009 to support the strengthening of the Peace and Security Council secretariat. The Department supported the creation and management of a database system for the Democracy and Electoral Assistance Unit of the African Union and the development of a roster of African electoral observers and experts. Extensive support has also been provided to the Elections Unit of the Political Affairs Department of the African Union Commission. In addition, the United Nations and the African Union, together with the regional economic communities, have carried out joint preventive diplomacy and peacemaking activities for the resolution of crises throughout Africa, including in the Comoros, Guinea, Guinea-Bissau, Kenya, Madagascar, Niger, Somalia and the Sudan.

8. Details concerning Department of Field Support and Department of Peacekeeping Operations support to the African Union Commission have been set out in the 14 October 2010 report on support to African Union peacekeeping operations authorized by the United Nations (A/65/510-S/2010/514). The support to build African Union capacity for peacekeeping includes areas of mission planning and management, mission support and the training of civilian, police and military personnel in accordance with the short- and medium- to long-term initiatives outlined in the report. Within the framework of the peace and security cluster of the ten-year capacity-building programme, the Department of Peacekeeping Operations and the Department of Field Support have provided ongoing support to the operationalization of the African Standby Force, which is one of the critical pillars of the African Peace and Security Architecture. In addition, the two Departments and other United Nations partners supported the African Union in the establishment of the former African Union Mission in Sudan (AMIS) and the hybrid United Nations-African Union Mission in Darfur (UNAMID). In Somalia, as part of the overall United Nations strategy for Somalia and in accordance with the relevant

Security Council resolutions, the United Nations is providing a logistics support package to the African Union Mission in Somalia (AMISOM) through the United Nations Support Office to AMISOM, as well as technical support to the African Union Commission in the planning, deployment and operations of AMISOM through the United Nations Office to the African Union.

9. The Department of Peacekeeping Operations also intensified its training support to the African Union Commission with the aim of developing African capacity. It has conducted courses at both the Commission and regional levels for carefully selected potential mission leaders (civilian, military and police) who could be deployed in African Union-mandated peace support operations. Steps are being taken to strengthen the training centres of excellence accredited by the African Union by conducting important United Nations courses at the centres, and also by carrying out a series of train-the-trainer programmes. In coordination with donors, the Department is facilitating the translation of the training material for the senior mission leaders course into the working languages of the African Union. At the same time, the African Union Commission has initiated steps to include the participants in the senior mission leader courses on a roster to facilitate their subsequent deployment.

10. The Department of Peacekeeping Operations also provided ongoing technical and advisory support and guidance to the African Union in the area of security sector reform within the context of the African Union-United Nations strategic partnership on security sector reform. The partnership has focused on support for the elaboration of the African Union's continental security sector reform policy, as requested by the African Union Assembly of Heads of State and Government in January 2008 (Assembly/AU/Dec.177 (X)), and for the implementation of that policy. The partnership is an integral part of the African Union multi-year project on security sector reform.

11. The Department of Field Support has focused on addressing some of the African Union's priority requirements in such areas of mission support as finance, logistics, human resources and procurement. Several steps have been taken with regard to information exchange in those critical areas. One of the proposed initiatives was a framework to be identified for continued sharing of United Nations experience and knowledge related to operations at logistics and support bases. In that regard, six introductory visits to the United Nations Logistics Base in Brindisi, Italy, and to the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) support base in Entebbe, Uganda, were made by officials from the African Union Commission and the regional economic communities over the past year. A one-month study tour of the United Nations Logistics Base is planned for the ECOWAS logistics facility team in 2011. Those visits and other exchanges of information provide a foundation for the establishment of an African Union logistics base on the continent in the future.

12. Other short- and medium-term initiatives being explored include the possibility of providing African Union peace support operations authorized by the Security Council access to facilities at the United Nations Logistics Base; access to a surge capacity comprising a small team of experienced United Nations personnel in critical start-up functions such as planning, financial management, procurement, receipt and inspection, engineering and supply; and access to the United Nations strategic deployment stocks, existing United Nations systems contracts and strategic

lift capacities. Progress on these initiatives would require a detailed analysis of the financial, budgetary, human resources and legal implications relating to, inter alia, mechanisms for reimbursement and interoperability of processes. Options will be developed for the consideration and approval of the General Assembly, should United Nations legislative bodies wish the Secretariat to move forward with the above-mentioned initiatives. Lastly, familiarization visits by African Union Commission personnel to United Nations Headquarters and field missions are an important means of exchanging information and enhancing cooperation, specifically in the area of peacekeeping mission support. However, such visits would also require resources that are not presently provided for in the respective budgets.

13. While peace and security remained the priority during the first three years of the ten-year capacity-building programme, important programmatic action was delivered in the area of social, economic, cultural and human development, with a view to enhancing the African Union's capacities in other areas identified by the framework and strengthening the nexus between peace and security and development.

14. The Department of Economic and Social Affairs provided support to the African Union Commission through the formulation and implementation of a governance and public administration programme. It also assisted in strengthening and implementing policies on social and youth development and on governance of public utilities. It assisted in the development of statistical capacity in Africa through its collaboration with African regional institutions in setting up the African Statistical Knowledge Network. The Department has also been assisting with measures to improve reporting on the Millennium Development Goals and with the analysis and dissemination of census data. Through the United Nations Development Account project on capacity-building for interregional electricity access and supply in Africa, the Department provides support to the NEPAD short-term action plan on the development of regional infrastructure, particularly in the energy sector. The Department, in collaboration with the United Nations Development Programme (UNDP) and the World Bank, continued to focus on the United Nations Development Account project on realizing the Millennium Development Goals through socially inclusive macroeconomic policies, with Senegal, South Africa and Uganda among the developing countries where the project was expected to be completed by December 2010. The Department also undertook a capacity-building initiative in collaboration with UNDP, the African Water Facility of the African Development Bank (AfDB) and the European Union, with the aim of providing technical assistance and advisory services in the development and implementation of management plans for integrated water resources and in the development and testing of water sector monitoring methodologies, and of promoting the provision of water and energy services for rural poverty reduction.

15. The United Nations Development Programme contributed to building the capacity of the Peace and Security Directorate of the African Union Commission by funding the recruitment and training of the political analysts currently staffing the Directorate. It also provided, and continues to provide, substantial financial, material and technical support to the New Partnership for Africa's Development and its African Peer Review Mechanism. It managed the trust fund of the Mechanism and provided resources required to meet the staffing needs of its secretariat and the activities of the Panel of Eminent Persons. As a result of that support, 12 out of the 30 countries that signed onto the Mechanism have undergone peer reviews on their performance in the areas of democracy, human rights and economic and social

development. UNDP also contributed financially to the work of the Regional Coordination Mechanism.

16. The United Nations Children's Fund (UNICEF) provided support to the African common position aimed at realizing the Plan of Action towards Africa Fit for Children. That framework is primarily a set of priority areas for States to implement the protection and well-being of Africa's children. UNICEF also provided support to the African Union Commission in the production of the 2010 report on the state of Africa's children. Moreover, UNICEF provided capacity-building support to the African Union Commission's Department of Social Affairs and the secretariat of the African Committee of Experts on the Rights and Welfare of the Child by, among other things, conducting an evaluation on the mandate, functions, procedures and systems of the Committee, developing a plan of action for the Committee for the period 2010-2014 and strengthening the working linkages between that Committee and the Committee on the Rights of the Child through a series of joint working group meetings. The meetings created an opportunity for sharing experiences and agreeing on action-oriented recommendations that will enable the two committees to complement each other's work on monitoring the rights of children, including in humanitarian situations.

17. The Office of the United Nations High Commissioner for Human Rights (OHCHR) provided support to the human rights unit in the Political Affairs Department of the African Union Commission to strengthen the capacity to promote and protect human rights within the Commission as well as within other African Union organs with a human rights mandate, such as the African Commission on Human and People's Rights, the African Court of Human and People's Rights and the African Committee of Experts on the Rights and Welfare of the Child. It has also helped strengthen the African Union resource centre for governance, democracy and human rights. The Office is currently assisting the Commission in the development of a comprehensive human rights strategy for Africa. The Office serves as the convener of the subcluster on human rights, justice and reconciliation and has ensured coordination and information-sharing among the programmes, funds and agencies of the United Nations system providing support to the African Union in the field of human rights.

18. The Office of the United Nations High Commissioner for Refugees (UNHCR) has helped to improve the capacity of the African Union Commission in planning and responding to refugee and displacement questions. It provided assistance to the Commission in drawing up the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention). The Office continues to support the African Union in advocacy and promotional efforts towards member States to secure the necessary 15 ratifications to ensure the Convention enters into force as soon as possible. UNHCR also provided inputs to the African Union on the drafting of the African Union guidelines on the protection of civilians. It supported the African Union in the drafting of the African Union policy on post-conflict reconstruction and development, and it continues to work with the African Union to promote member States' awareness of the policy. The Office also assisted the African Union in compiling preliminary assessment reports on the status of post-conflict reconstruction in African countries emerging from conflict. Reports on 13 States in transition were published and disseminated widely.

19. The Office for the Coordination of Humanitarian Affairs provided support to the African Union and the regional economic communities in their efforts to build capacity for disaster response, including by training emergency response teams, which have been deployed in response to disasters in West Africa. Through the consolidated appeals process and the Central Emergency Response Fund, it has broadened the sources of support and emergency response for humanitarian and post-conflict recovery activities in Africa. The Office recently concluded a memorandum of understanding with the African Union Commission formalizing ongoing and planned support in early warning, disaster preparedness and response; coordination; and protection of civilians in situations of conflict and natural disasters. The Office has also collaborated with UNHCR and the International Organization for Migration (IOM) in addressing the issue of refugees and internally displaced persons through working with the African Union Commission on the ratification of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa. As part of the training for the African Standby Force, the Office provided awareness training on humanitarian principles.

20. The Office of the Special Adviser on Africa continued its reporting, global advocacy and policy analysis and its coordination at United Nations Headquarters of United Nations system support to NEPAD. It published a number of analytical studies and reports, organized a series of meetings and workshops and generally promoted the objectives of NEPAD among Africa's development partners and the international community. The Office also highlighted Africa's growing relations with new and emerging partners. It convenes the Regional Coordination Mechanism cluster on advocacy and communications, which met during the reporting period to define and refine strategies for coordinating system-wide efforts to support the African Union and NEPAD through better information and communications strategies and the appointment of communications focal points in each cluster. In February 2009, in collaboration with the Economic Commission for Africa, UNDP and the NEPAD Planning and Coordinating Agency, the Office convened a regional media dialogue on NEPAD in Vaal, South Africa, for journalists and other media practitioners, to assist in promoting a better understanding of NEPAD and its vision, objectives and programmes, and in generating greater support. In follow-up to its expert group meeting on "Bridging the peace and development nexus, the role and capacities of African regional and subregional organizations", which took place on 9 and 10 November 2009 in Addis Ababa, the Office organized, on 18 October 2010, in coordination with the Office of the Permanent Observer of the African Union to the United Nations, the first briefing by the regional economic communities to the States Members of the United Nations in New York. The Office also convened the Headquarters-based interdepartmental task force on African affairs, which coordinates Headquarters activities in Africa. Pursuant to General Assembly resolution 63/304, the Office of the Special Adviser on Africa prepared, through the task force and in cooperation with the African Union Commission and the Office of the Permanent Observer, a comprehensive review of the recommendations contained in the 1998 report of the Secretary-General on the causes of conflict and the promotion of durable peace and sustainable development in Africa (A/52/871-S/1998/318). In his 10 July 2010 report (A/65/152-S/2010/526), the Secretary-General, inter alia, called for the gradual expansion of the ten-year capacity-building programme beyond peace and security, and for a new engagement with the continent.

21. The Department of Public Information publishes the magazine *Africa Renewal* on a quarterly basis in English and in French. Circulation is about 40,000 copies per issue. Themes covered in the issues published during the reporting period include education, maternal and child health, conflict and human trafficking, gender and development, and commodity prices and poverty. The Department also maintains a related website, *Africa Renewal Online*, which currently averages about 30,000 visitors per month; it carries not only an electronic version of the magazine but also additional material on Africa produced by the Department and by other parts of the United Nations system. In addition, through its radio and television programmes on Africa, the Department provides additional support to NEPAD. It also produces short feature articles on NEPAD and other topics related to Africa for use by print and electronic media in Africa and abroad. In 2008 and 2009, over 1,300 such stories were published in more than 200 media outlets.

22. The Economic Commission for Africa was reorganized in 2006 to better serve Africa and its key institutions and programmes. A NEPAD support unit, which also operates as the secretariat of the Regional Coordination Mechanism, and an African Peer Review Mechanism support unit were established. The substantive divisions of the Economic Commission for Africa realigned their programmes with the regional programmes of the African Union Commission, NEPAD and the regional economic communities. The Mechanism receives substantial technical support from ECA. As the office mandated with regional coordination, support and advocacy for NEPAD as well as for the secretariat of the Regional Coordination Mechanism system, ECA facilitated, liaised and coordinated actions by the United Nations in support of the ten-year capacity-building programme at the regional level. ECA provided a platform for networking and knowledge generation and management. It convened and serviced all of the Regional Coordination Mechanism meetings, including preparing meeting reports and other working documents. It initiated actions to assist the regional economic communities in establishing their own coordination mechanisms and convened several meetings to that effect. ECA provided substantial institutional and other support to the NEPAD programme and to the African Union, including needs assessment on advocacy, communications and knowledge management and the development of a strategy for the reconfiguration of communications, and of an advocacy programme for the NEPAD Planning and Coordinating Agency at the regional level. It also provided assistance at critical stages of the African Peer Review Mechanism in various countries as well as to the secretariat of the Mechanism to promote good governance across Africa.

23. Overall, support to the African Union and the regional economic communities on the part of individual departments and the programmes, funds and agencies of the United Nations system has generally been strong. However, efforts must be continued to better coordinate and realign that support with the ten-year capacity-building programme, since some of the activities undertaken were planned before the programme was put into place.

## III. Coordination and consultation mechanisms

24. The Regional Coordination Mechanism was established by the Economic and Social Council in its resolution 1998/46 as a mechanism for consultation among over 40 programmes, funds and agencies of the United Nations system working at the African regional level. The framework of the Regional Coordination Mechanism

and its system of nine clusters (infrastructure development; governance; social and human development; environment, population and urbanization; agriculture, food security and rural development; science and technology; advocacy and communications; peace and security; and industry, trade and market access) and fifteen subclusters was adjusted so it could also serve as a mechanism for coordination and collaboration among United Nations entities and their partners towards the implementation of the ten-year capacity-building programme at the regional level. Its secretariat, which has since the tenth session of the Regional Coordination Mechanism in November 2009 been expanded into a joint secretariat with dedicated staff from the Economic Commission for Africa and the African Union Commission, is embedded within ECA. In addition, the African Union Commission and the regional economic communities actively participate in its activities, as do the African Development Bank and the World Bank. The Regional Coordination Mechanism has met on four occasions in the period under review, chaired by the Deputy Secretary-General and co-chaired by the Chairperson or the Deputy Chairperson of the African Union Commission.

25. The Economic Commission for Africa coordinates the infrastructure development cluster, which operates through the work of its four subclusters: water, energy, information and communications technology and transport. The cluster provided substantial support to the African Ministers' Council on Water, which is a ministerial forum of the African Union, by assisting with the development and harmonization of water policies and with the formulation of common strategies on water. Assistance has also been provided to raise funds for the African Water Facility, and support was given for information dissemination through such publications as *African Water Development Report*, *Africa water vision for 2025: equitable and sustainable use of water for socioeconomic development*, and *African Water Journal*. At the subregional level, assistance has been provided to strengthen the capacity of the water units of the regional economic communities and the river and lake basin organizations such as those for the Lake Chad basin and the Lake Victoria basin. In the field of energy, emphasis has been on access, efficiency and renewables. Support was given to the African Union Commission for the preparation of its African energy vision for 2025. More generally, studies have been conducted on important energy issues ranging from rural energy systems to the development of sustainable biofuels and the setting up of a clean energy finance facility by AfDB. A number of training activities have been mounted for operatives in the sector. In the area of information and communications technology development, focus has been on actions in support of the implementation of the NEPAD Infrastructure Short-Term Action Plan. The cluster assisted in the formulation of the African Regional Action Plan on the Knowledge Economy and provided substantive inputs into a 2009 African Union summit meeting on the theme, "Information and communications technology in Africa: challenges and prospects for development". It is currently collaborating on the implementation of the project on the harmonization of information and communications technology policies in Africa. The information and communications technology subcluster has helped African countries to participate in such global events as the World Summit on the Information Society. Work in the field of transport has concentrated on providing support for the implementation of the sub-Saharan Africa transport policy programme and of the Yamoussoukro Decision on liberalized access to air transport markets. Cluster members include the African Union Commission, NEPAD, the regional economic communities, AfDB, the Food and Agriculture Organization of the United Nations

(FAO), the International Atomic Energy Agency (IAEA), the International Maritime Organization (IMO), the International Telecommunication Union (ITU), the United Nations Conference on Trade and Development (UNCTAD), UNDP, the United Nations Environment Programme (UNEP), the United Nations Educational, Scientific and Cultural Organization (UNESCO), UNICEF, the United Nations Human Settlements Programme (UN-Habitat), the United Nations Industrial Development Organization (UNIDO), the Universal Postal Union (UPU), the regional liaison office of the World Health Organization (WHO), the World Intellectual Property Organization (WIPO), the World Trade Organization (WTO), the World Meteorological Organization (WMO) and the World Bank.

26. The governance cluster is coordinated by UNDP, and its members are the African Union Commission, NEPAD, the regional economic communities, AfDB, ECA, the International Monetary Fund (IMF), the Office of the Special Adviser on Africa, the Department of Economic and Social Affairs, the United Nations Population Fund (UNFPA), the United Nations Liaison Office to the African Union of the Department of Political Affairs (now integrated into the United Nations Office to the African Union), the African Union Peace Support Team of the Department of Peacekeeping Operations (also integrated into the United Nations Office to the African Union), OHCHR, UNCTAD and the World Bank. Through the work of this cluster, substantial support was given to NEPAD for the launch of the Peer Review Mechanism in a number of African countries. The cluster also provided a database of experts to help with the reviews. Further assistance was given for the convening of the seventh African Governance Forum on the theme, "Building the capable State in Africa", in which Heads of State and media practitioners participated. The cluster has two subclusters: political governance and corporate governance.

27. The agriculture, food security and rural development cluster provides assistance to NEPAD and the African Union Commission through the support it extends to the Comprehensive Africa Agricultural Development Programme. The cluster helped to accelerate the implementation of the Programme through actions for the improvement of water control, infrastructure development and intra-African trade. Assistance was also provided for land reclamation, reduction of post-harvest losses and enhancement of the participation of women in the rural economy. The cluster lent support to the convening of the African Union special summit on food security in Africa, as well as the agriculture and rural development initiative for the Sahel of the Community of Sahel-Saharan States (CEN-SAD), the climate information for development initiative of the African Union Commission, the fertilizer summit, the Africa land policy and land reform initiative and the initiative on the green wall of the Sahara, a project set up to fight against land degradation and desertification in the Sahel. The Food and Agriculture Organization of the United Nations and the International Fund for Agricultural Development (IFAD) are coordinator and vice-coordinator, respectively, of the cluster. The members are the African Union Commission, NEPAD, the regional economic communities, ECA, IAEA, UNCTAD, UNDP, UNESCO, UNIDO, UNHCR, the World Food Programme (WFP), WIPO and the World Bank.

28. The United Nations Environment Programme is the coordinator of the environment, population and urbanization cluster, with the African Union Commission as co-coordinator. The members are NEPAD, the regional economic communities, ECA, IOM, UN-Habitat, UNFPA and WMO. The cluster provides

support to the sustainable NEPAD city programme, which seeks to strengthen the capacity of cities in Africa to deliver on the Millennium Development Goals, and to the NEPAD environmental initiative. It also assisted NEPAD in developing data for monitoring progress in meeting the goals it set for itself in the areas of population, environment and urbanization. It provided support for the convening of the African Ministerial Conference on the Environment, and to the regional economic communities in their effort to develop their respective environmental action plans. Assistance was also provided towards the establishment of the African Environment Facility, a mechanism for financing the Action Plan of the Environmental Initiative of NEPAD. Substantial assistance was provided to the African Union Commission for the implementation of multilateral environment agreements by member States and the regional economic communities. Through the work of the African Ministerial Conference on the Environment, and in collaboration with the regional economic communities, the cluster made substantial contributions to the development of subregional climate plans and projects and to the forging of an African common position on climate change.

29. The social and human development cluster consists of the African Union Commission as coordinator and UNFPA as co-coordinator, and ECA, NEPAD, the regional economic communities, FAO, IAEA, ILO, IOM, the Joint United Nations Programme on HIV/AIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, the United Nations Development Fund for Women (UNIFEM), WFP, OHCHR, WHO and WIPO as members. It has six subclusters: health and HIV/AIDS, malaria, tuberculosis and other infectious diseases; education and human resources; gender and development; social welfare, protection and human trafficking; labour and employment; and sports and culture. The work of the cluster has been based largely on programmes established by the African Union Commission in such areas as HIV/AIDS, employment creation and human resources development, and social policy formulation. The cluster has established a joint workplan with clearly identified deliverables based on the priorities of the African Union Commission and NEPAD. It has provided support to several intergovernmental policy forums, including to the African Union conferences of ministers of health and of education, to the African Committee of Experts on the Rights and Welfare of the Child and to the meeting of the Africa Prosecutors Association. Other areas of support for regional programmes were information and communications technology and data development for monitoring gains being registered in the Declaration and Plan of Action towards Africa Fit for Children and the African Union integrated strategy in support of victims and survivors of violence against women. The cluster assisted the African Union Commission in developing its social policy framework, which is the basis for its programmes on social development. It helped to popularize such African Union initiatives as the youth volunteers programme, the campaign against human trafficking, the accelerated reduction of maternal mortality in Africa and universal access to services for HIV/AIDS, tuberculosis and malaria.

30. Achievements of the science and technology cluster under the ten-year capacity-building programme included monitoring the NEPAD science and technology action plan and helping to develop African Union-NEPAD Africa's Science and Technology Consolidated Plan of Action. The cluster has assisted with the formulation of science and technology policy; raised awareness on intellectual property rights; promoted science and engineering education and biotechnology; and supported actions aimed at arresting and reversing the "brain drain". UNESCO

serves as the coordinator of the cluster. The members are the African Union Commission, ECA, NEPAD, the regional economic communities, FAO, ILO, the Office of the Special Adviser on Africa, UNCTAD, UNDP, UNEP, UNIDO, the United Nations University-Maastricht Economic and Social Research and Training Centre on Innovation and Technology (UNU-MERIT), WHO and WIPO.

31. The Office of the Special Adviser on Africa coordinates the advocacy and communications cluster, with the Economic Commission for Africa as vice-coordinator. The members are the African Union Commission, NEPAD, the regional economic communities, the Department of Public Information, UN-Habitat, UNAIDS, UNHCR, UNESCO, UNDP, UNICEF, UNEP, UNFPA, UNIFEM, the World Bank and AfDB. Much of the work of the cluster is highlighted through the publication activities of the Department of Public Information and ECA, notably *Africa Renewal* by the Department of Public Information (see para. 21) and *NEPAD Briefs* and *NEPAD Today* by ECA, which are sent to thousands of readers and published on various websites. In addition, the cluster has contributed to meetings convened for media practitioners, civil society and private sector organizations, and policymakers, to raise awareness of or improve information and communications strategies for NEPAD programmes. The cluster has recently agreed on a common strategy to establish an information gathering and dissemination system to streamline and strengthen advocacy and communication activities in support of the African Union and its NEPAD programme. To ensure greater coordination and mainstreaming in the advocacy and communications strategies of all Regional Coordination Mechanism clusters and the entities of the United Nations system, it was decided that a communications focal point would be appointed in each of the Regional Coordination Mechanism clusters, the African Union Commission, the NEPAD Planning and Coordinating Agency and the regional economic communities to facilitate cooperation and synergies.

32. The United Nations Office of the African Union coordinates the peace and security cluster, and the African Union Commission serves as co-Coordinator. Members include NEPAD, the regional economic communities, ECA, FAO, ILO, IOM, the Peacebuilding Support Office, UNAIDS, UNEP, UNDP, the Office for the Coordination of Humanitarian Affairs, UNIFEM, OHCHR, UNHCR, WFP and WHO. It operates through the work of its three subclusters: peace and security architecture of the African Union; post-conflict reconstruction and development; and human rights, justice and reconciliation. The cluster carries out its work on the basis of its internally developed terms of reference, which include support for the operationalization of African Union peace and security structures; the provision of technical assistance to the work of the African Union Peace and Security Council; the gathering and dissemination of information on African Union peace and security activities; support to the African Standby Force of the African Union and the Panel of the Wise; the provision of technical, material and financial support for liaison between the Peace and Security Council and other organs of the African Union and with civil society; and assistance with the implementation of the African Union's post-conflict reconstruction and development policy, and with the landmines and small arms and light weapons initiative. Substantial support has been provided in the management of peacekeeping operations; the development of early warning systems and indicators; conflict-prevention initiatives; the build-up of mediation capacity; and the strengthening and deepening of democratic systems, especially through the conduct of free, fair and transparent elections in African countries. The

cluster has provided training through attachment programmes and the organization of workshops and seminars; has supplied technical assistance personnel; given material and financial assistance; and helped to develop and strengthen information and communications systems.

33. The industry, trade and market access cluster is coordinated by UNIDO, with ECA serving as vice-coordinator. The members are the African Union Commission, NEPAD, the regional economic communities, FAO, IAEA, ILO, the International Trade Centre UNCTAD/WTO (ITC), UNCTAD, UNDP, UNEP, UNESCO, WTO, WIPO, AfDB and the World Bank. The cluster has assisted the African Union Commission and NEPAD in harmonizing regional negotiation positions on trade matters in the context of the African, Caribbean and Pacific States-European Union economic partnership agreements and the Doha Round, especially on market access issues relating to Africa's agricultural commodities. It has also paid special attention to measures to assist African countries diversify away from commodity-dependencies, enhance competitiveness of their products and increase value-added. It has been actively supportive of the African quality infrastructure survey, the industrial upgrading and modernization programme, the regional trade programme for the East African community and the trade support programme for COMESA.

34. It can thus be seen that much has been done system-wide, through the Regional Coordination Mechanism and its clusters and subclusters, to support Africa and its regional and subregional institutions in their peace, security, governance and development efforts. Substantial financial and material resources have been committed; actions have been undertaken to strengthen institutional and human capacities; advocacy with the international community in support of Africa's programmes and priorities has been intensified; assistance has been provided for strengthening policy formulation; and efforts have been made to improve coordination of actions for greater impact and effectiveness. Other consultative mechanisms were established, which significantly contributed to efforts to enhance the strategic partnership between the United Nations and the African Union. On 25 September 2010, with the aim of furthering the strategic partnership between the Secretariat and the African Union Commission, the Chairperson of the African Union Commission, Jean Ping, and the Secretary-General launched the United Nations-African Union joint task force on peace and security. Subsequently, on 28 September 2010, the Under-Secretaries-General of the Departments of Political Affairs, Peacekeeping Operations and Field Support and the African Union Commissioner for Peace and Security held the first joint task force meeting in New York. They agreed to develop a plan of action and to meet twice a year to discuss the United Nations-African Union strategic partnership in the areas of conflict prevention and mediation, peacekeeping support and post-conflict reconstruction (see A/65/510-S/2010/514, para. 10).

35. The United Nations and the African Union have organized four consultative (desk-to-desk) meetings on the prevention and management of conflict, as follows: at Bahir Dar, Ethiopia, in September 2008; in New York, in February 2009; in Addis Ababa, in December 2009; and in Gaborone, in June 2010. In line with the recommendations in the report of the Secretary-General dated 18 September 2009 (A/64/359-S/2009/470, para. 16), participation in the desk-to-desk meetings has been broadened to include peacekeeping, human rights and humanitarian issues in the dialogue. Representatives from the Department of Peacekeeping Operations, the Department of Field Support, the Office of the Special Adviser on Africa, the Office

for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Human Rights and Office of the United Nations High Commissioner for Refugees also participated in the most recent desk-to-desk exchange. Representatives of the regional economic communities have also participated in those meetings, and the desk-to-desk meeting held in Botswana in June 2010 was co-hosted by the Southern African Development Community (SADC) (see A/65/510-S/2010/514, para. 11).

36. On 18 June 2010, following the recommendation contained in the report of the Secretary-General (A/64/762), the General Assembly adopted resolution 64/288, by which it established the United Nations Office to the African Union. The aim of the Office is to enhance the partnership between the United Nations and the African Union in the area of peace and security, provide coordinated and consistent advice from the United Nations to the African Union on both long-term capacity-building and short-term operational support and streamline the United Nations presence in Addis Ababa to make it more cost-effective and efficient in delivering United Nations assistance to the African Union (ibid., para. 11). On 18 August 2010, the Secretary-General appointed Zachary Muburi-Muita as the Head of the Office. Three United Nations offices — the United Nations Liaison Office to the African Union, the African Union Peacekeeping Support Team and the United Nations Planning Team for AMISOM — have been integrated into the newly established Office, and their mandates and functions have been transferred to the new Office.

# IV. Findings

37. The review found tremendous support for the ten-year capacity-building programme from all African Union Commission institutions, although they acknowledged that its full potential and benefits have yet to be achieved. One of the main difficulties is the divergence of views among the stakeholders as to what constitutes "capacity-building" in the context of the framework. The review found that there were several different interventions through which capacity could be enhanced. They included training, the upgrading of skills and staff development through formal short-, medium- or long-term courses. Enhanced managerial supervision or study visits were also effective ways of preparing staff for increasingly complex levels of performance on the job. There were other equally important ways of building capacity. Identifying non-staff constraints on productivity, such as deficient management practices, rules and regulations, and taking appropriate measures to correct them would impact very positively on institutional capacity.

38. Views were expressed that, in a number of areas where assistance has been provided to redress the problem, the initiative had had to contend with the added constraint of the absorptive capacity in the African Union institutions. However, progress made by the African Union Commission in the management of funds and accountability to donors illustrates the efforts being made to address those gaps. Staff of the Commission continued familiarization visits to United Nations offices which, coupled with training, would also help to enhance their capacity. The decision of the Department of Peacekeeping Operations to concentrate its capacity-building interventions on training — specifically, training the trainers of recipient institutions — constitutes a good example of addressing that problem.

39. At present, the existing elements of the ten-year capacity-building programme constitute only a framework in which the African Union Commission has laid down the parameters within which the United Nations system in Africa can direct its resources in a coordinated and focused manner towards helping the Commission and the regional economic communities to enhance their capacity. Since the signing of the declaration, a full-fledged programme has yet to be established in the form of a body of activities to be undertaken towards meeting the objectives of the ten-year capacity-building programme. In the absence of such a programme, it has not been easy to make targeted interventions in support of the development needs of the African Union institutions. Adopting a programme with targets would help to further strengthen the Commission's leadership vis-à-vis the implementation of the ten-year capacity-building programme. It was also found that there is a need to enhance engagement with the regional economic communities as part of the African Union building block strategy, especially in the area of development, including in the fields of energy, water and infrastructure, in addition to ongoing cooperation in the area of peace and security.

40. Coordination across clusters is rendered difficult by the way in which the cluster system is organized; it is critical to establish arrangements that would make the activities of the clusters more cohesive and harmonize their reporting into one coherent whole for submission to the Regional Coordination Mechanism. While the clusters have intensified efforts to establish business plans based on the African Union Commission strategic plan 2009-2012 and the NEPAD Planning and Coordination Agency's strategic direction 2010-2013, coordination among participating United Nations entities, as well as between the African Union Commission and the regional economic communities, still needs to be improved.

41. Although concerns were raised with regard to coordination among African Union Commission institutions, the appointment of an African Union Commission focal point in the context of the review of the ten-year capacity-building programme is a step in the right direction. Similar coordination arrangements could be extended to the work of the Regional Coordination Mechanism and its clusters, which could help to address resource constraints associated with travel and the resulting low level of attendance at the meetings of the clusters. In the same vein, to the extent possible, administrative support to the various clusters should be integrated and streamlined.

42. Information about the ten-year capacity-building programme was found to be generally very weak, particularly within the African Union institutions, thus reducing their chances of benefiting fully from the tremendous support being provided. Much more needs to be done, therefore, to popularize the programme among all concerned parties. For instance, at times, proposals from the African Union Commission seeking support are submitted after the workplans and budgets of the United Nations entities have been drawn up and approved, posing difficulties in responding in a timely manner to those proposals. The problem is not made easier by the fact that the relevant United Nations entities and African Union institutions have different programming and budgetary cycles.

# V. Recommendations and observations

43. The declaration on enhancing United Nations-African Union cooperation was adopted at a time of enhanced African Union leadership in tackling crises in Africa. Since its adoption, the ten-year capacity-building programme has helped to enhance United Nations-African Union cooperation and strengthen the strategic partnership between the two organizations. It has also helped to improve interaction between the secretariats of the two organizations at different levels, in particular on long-term strategic and ongoing peace and security issues. There is general agreement within both the United Nations system and African regional and subregional institutions that the experience gained in the first three years of support activities to African Union institutions could serve as a good basis to enhance coherence and increase cost-effectiveness so as to achieve the full potential of the ten-year capacity-building programme.

44. I urge all stakeholders to continue coordination in delivering capacity-building support to the African Union in the various areas as identified in paragraphs 37 and 38 above. It is timely and appropriate that the next session of the Regional Coordination Mechanism envisages a thematic session on the ten-year capacity-building programme, which, coupled with the strengthening of the advocacy and communications cluster, would help to popularize the programme.

45. Resources were not approved for the implementation of the ten-year capacity-building programme. It is being implemented through the rationalization of already-stretched human and financial resources and structures of United Nations entities, in cooperation with African Union institutions. The absence of a well-defined programme of work for the ten-year capacity-building programme, compounded by the absence of resources, has adversely affected implementation efforts.

46. Addressing the lack of resources and the need for adequate implementation structures could significantly improve efforts aimed at attaining the objectives of the ten-year capacity-building programme. I call upon all partners and stakeholders, including Member States, to support the mobilization of necessary resources for United Nations entities involved in the implementation of the ten-year capacity-building programme, in particular, the secretariat of the Regional Coordination Mechanism. The availability of adequate resources would also permit the effective participation of regional economic communities in the Regional Coordination Mechanism.

47. To the extent possible, the programming and planning cycles of the African Union Commission, including its 2009-2013 strategic plan, and those of the regional economic communities should be coordinated with those of the United Nations system through the cluster and subcluster activities so as to enable United Nations entities to identify, incorporate and implement activities in line with their annual programme implementation plans. Such a work programme for building the capacity of the African Union Commission and the regional economic communities should be developed from the framework of the ten-year capacity-building programme with clearly defined activities, expected outcomes, timelines, monitoring and evaluation frameworks and specification of the resources required for its implementation.

48. The NEPAD Capacity Development Strategic Framework, which was endorsed by the Assembly of the African Union at its fourteenth ordinary session, and the fact that the NEPAD Planning and Coordination Agency is now fully integrated into

African Union structures and processes, should be taken into consideration by the United Nations system in supporting the African Union Commission. Within the framework of the Regional Coordination Mechanism, the Economic Commission for Africa in coordination with the United Nations Office of the African Union should continue to take the lead in working with African Union institutions on the implementation of the ten-year capacity-building programme, especially on efforts to establish a programme as identified by the present review.

49. The United Nations-African Union partnership, built on a shared vision and on comparative advantages, is critical to the two organizations' common efforts to achieve lasting peace and prosperity for Africa. The success of the ten-year capacity-building programme will depend largely on the leadership and ownership of the African Union Commission and how effectively the United Nations system delivers its mandated regional support tasks in line with the priorities of the Commission. Against this background, partners should be encouraged to coordinate their programmes to avoid duplication of effort, which tends to be counterproductive. The designation of the Department of Economic Affairs of the African Union Commission to serve as focal point for the review exercise could be instrumental in mobilizing support for the ten-year capacity-building programme and further enhancing the Commission's leadership and ownership. The practice of United Nations-African Union co-chairmanship adopted by the peace and security cluster should be extended to other clusters.

50. The annual meetings of the Regional Coordination Mechanism should be devoted to policy matters, receiving reports on and reviewing the work of its operational instruments — the clusters and subclusters — and providing them with overall guidance and direction. In this context, I welcome the recently adopted practice of devoting a session at each meeting to a theme of relevance to African Union institutions.

51. As I indicated in my report on the causes of conflict in Africa (A/65/152-S/2010/526), the activities of the ten-year capacity-building programme should gradually be expanded beyond its initial focus on peace and security issues. Durable peace and sustainable development in Africa can only be achieved if, in our support for African Union institutions, we adopt a comprehensive approach that integrates peace and security and economic, social and humanitarian activities. It was in this spirit that I called for the strengthening of the New York-based Inter-Agency/Departmental Task Force on African Affairs.

52. On the next triennial review of the activities for implementation of the ten-year capacity-building programme, I intend to present a report to the General Assembly and the Security Council in 2013.

53. Since the adoption of the ten-year capacity-building programme in 2006, United Nations-African Union cooperation has seen an unprecedented increase in interaction in various areas of common interest, particularly in the field of peace and security and development. As we acknowledge that a lot has been achieved in the relationship of the two organizations, which is consistent with Chapter VIII of the Charter of the United Nations, we should build on the gains so far obtained in order to continue facing the common challenges of helping Africa enjoy lasting peace and stability. I wish to take this opportunity to thank all men and women in the service of United Nations departments, agencies, programmes and funds for their tireless dedication to supporting Africa, the African Union and its institutions in overcoming

those challenges. I also wish to express my gratitude to the African Union Commission, under the leadership of Chairperson Jean Ping, for sparing no effort in promoting cooperation to achieve the goal of a peaceful, stable and prosperous Africa.